Origin

1906-07

FILE No. 72 OF 1906.

GOVERNMENT OF HIS HIGHNESS THE MAHARAJA OF MYSORE

PROCEEDINGS OF THE GENERAL AND REVENUE DEPARTMENT

JUDICIAL AND LEGISLATIVE (PRISONS).

MAY 1908.

"A" Collection Serial Nos. 1--2

Retrenchment in the Jail Department of the State.

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1906-07

GENERAL AND REVENUE SECRETARIAT.

PRISONS AND JAILS.

NOTES.

FILE No. 72 of 1906-07

Retrenchment in the Jail Department of the State.

The Secretary to the Retrenchment Committee, dated 14th August 1908.

Forwards a memorandum on the possibilities of retrenchment in the Jail Department.

1. *Judicial.*—Please put up early a draft order accepting the views of the Committee (which should be set out in the order). The financial effect should also be stated.

K. S. CHANDRASEKHARA AIYAR.

14-3-07.

2. I have put up a draft order. Perhaps the Comptroller should be consulted in regard to the suggestions of the Committee *re* the receipts under Jail Manufactures before final orders are passed.

T. THUMBOO CHETTY.

21-3-07.

3. Not necessary to consult the Comptroller at this stage. The report of the Inspector-General of Prisons may be awaited.

The draft order is circulated to Council.

K. S. CHANDRASEKHARA AIYAR.

28-3-07.

4. May be approved.

K. P. PUTTANNA CHETTY

27-3-07.

5. I think that Major Drake-Brockman who is practically the *pakka* Inspector-General of Prisons may be also consulted.

6. The Committee have suggested the reduction of the Superintendant's pay to what may possibly be considered too low a point. The Superintendent of the Bangalore Central Jail which is also the Jail for the Civil and Military Station would need to be an officer of considerable official and worldly experience combined with administrative ability sufficient to manage convicts and the Jail Manufactory. (The Central Jail is a veritable *pandemonium*). Would the necessary qualifications be found in an officer of the pay proposed? Let the file be submitted to the Dewan.

T. ANANDA RAO.

1-4-07.

7. Forwarded unofficially, to Major H. E. Drake-Brockman, I.M.S., Offg. Inspector-General of Prisons, for favor of remarks on the proposals for retrenchment now before Government.

K. S. CHANDRASEKHARA AIYAR.

2-4-07.

8.—This matter has been more or less sprung upon me, and in order to give my candi opinion fully and freely, I should have liked a little time to have been able to go into minut details carefully, with regard to the points raised by the Retrenchment Committee. There ar however one or two points of importance with which I can deal off-hand and I note upon them seriatim :—

No. 6. Under this head, *in re* reduction of the pay of the Superintendent of the Central Prison, I fully concur with the remarks made by Councillor No. 1, and would suggest the maximum being retained at Rs. 800 per mensem. As far as I have been able to see hitherto, it would be advisable to make the appointment of Superintendent, Central Prison, Bangalore, one for a duly qualified experienced Medical Officer permanently, and in order to attract and retain the services of such a man, a really sufficient salary must be attached to the appointment, as I would point out, and in this I entirely disagree with the Offg. Inspector-General, that in the interests of the Prison and the Department, it is essential that a whole-time

Officer be appointed who is unfettered with any other duties and can give his *whole* and undivided attention and time to this important duty, and deprecate on other grounds the collateral charges of Lunatic and Leper Asylums, *plus* Medical Stores, which in the event of sickness or incapacitation of the Jail Superintendent would necessitate immediate appointment of another official, perhaps totally unacquainted with the work, and dislocation of the work of the Medical Department in many little ways, which is most undesirable. Moreover, I may add that there is plenty of room for development of Jail industries, which up till now have not received the attention they deserve, and from my experience of Jails in British territory and Native States in other parts of India can, in this case, be largely improved; it is with that end in view that I have recently addressed a circular to Superintendents asking them to look into this matter and as regards Bangalore, I think we can materially improve the present state of affairs by appointing a special Officer in charge of the Prison factories, as at present they are not developed to their fullest extent, and I feel sure that we can by degrees and as time admits of going into this question, with the co-operation of the Superintendent, considerably improve this important branch of Jail administration. I feel sure that if the Jail industries are properly developed, as they should be in a prison of this size, that sufficient scope for the ingenuity and energy of a whole-time Superintendent will be found, and do not advise saddling him with collateral and entirely extraneous duties, which *must*, by taking up much of his time which should be centred in his prison administration, tend to prejudicially affect the latter.

This is an important question, it is of course an absurdity not to charge for convict labour when employed on extra-mural work, the cost of such labour should be valued at (at least) annas two per diem, if unskilled, plus the cost of custody charges and the total credited to the Jail department as cash earnings, no matter for what department employed. It may if Government so decide, be credited as a book transaction, but I don't advise such procedure, the amounts as earned, as is done elsewhere, should be duly paid into the Jail and the amounts duly in turn credited into the Treasury as factory receipts. These remarks of course do not apply to labour utilized *inside* the Jail, which if shown at all, of course can be shown as a book transaction; but due credit for it should certainly be made in some way so that the Jail Department gets the credit for it. It should be a fundamental axiom, that every Jail should as far as possible be self-supporting, and as far as possible Jail labour be utilized *in toto* for the upkeep of the Prison in every way, even in such matters as annual repairs, and, where possible, in conjunction with the Public Works Department, for actual building operations. This is done elsewhere with excellent results, as I have myself actually erected a totally new Prison with convict labour unaided by outside influence even to the iron and woodwork necessary, at an immense saving of cost to Government. This however can only be attempted with a condition of rigid discipline and satisfactory development of Jail industries. While on this question I would like to enter my emphatic protest as Inspector-General of Prisons, against, as far as possible employing large gangs of convicts upon extra-mural labour it is a custom which is not encouraged elsewhere, except in Native States, under the misapprehension that it results in much saving to the State. This I can from *very* practical experience state, is in most instances, *not* the case. On the contrary, it adds considerably to the cost of guarding as all such gangs must be sent out especially well provided for in these cases, but allows of slackness in many ways often ending in escapes, as well as an avenue for introduction of contraband materials within Jail precincts, and many other abuses into which I need hardly enter here, but which nevertheless do exist, quite apart from the fact that owing to separation from Jail influences and discipline for the time being, not half as much task is exacted from the convicts as would otherwise be the case, were they employed *intra-murally*, and if the Jail industries were properly developed *within* the Jail itself, I am of opinion that ample, and at the same time, *more* lucrative employment could be found for the convicts within the Jail precincts than is without, at present.

Under this section it is difficult to quite follow the meaning of the remarks made by the Officiating Inspector-General of Prisons anent the occurrence of "increased zeal for their work which would take place amongst Jail officials, were the rule he proposes made, which personally I cannot quite see reason for, unless he suggests the exclusion in such rule of actual factory earnings, as the term "Jail Department" as used in this case is a little vague.

Conclusion.—I note that the late Officiating Inspector-General of Prisons has put it on record as his opinion, with which the Committee, I see, agree; that the present establishments of warders, etc., should be left as they are at present. As this has been

so decided, I do not propose to differ, but as I have had the task of re-organizin Prisons in Native States, in one case by the Order of the Government of India, has been my experience that the chief antagonistic factor to good administratio has been in most cases, the presence of a much too numerous establishment enter tained for guarding the Prisons and the convicts therein and it has always bee my first aim to reduce this. Such establishments if out of all proportion to th number of convicts, in my opinion, tend to defeat their real object, and I have in variably found that on reduction, (where of course proved to be excessive) the discipline and internal administration of the Jail has enormously improved. Now on looking at the establishment entertained at the Mysore Prison, I feel sure that there is plenty of room for reduction, but I would suggest that any such reductions be left till the question of extra-mural labour for convicts, has been limited to the smallest possible extent compatible with urgent public needs When this has been settled I feel sure that we shall be able to reduce guarding establishments to actual needs with every advantage to the prison concerned as well as to the State, as there are many industries which could be taken up with advantages in our prisons, both as regards suitable occupation for convicts, as well as ensuring a handsome and profitable return to the State.

H. E. DRAKE-BROCKMAN,

MAJOR, I.M.S

Inspector-General of Prisons.

5-4-07

10. Recirculated to the Councillors. The views of Dr. Drake-Brockman materially differ from those of Dr. Achyuta Rao in certain respects, and it is a question whether the matter should not be again referred to the Retrenchment Committee. Dr. Drake-Brockman has not for instance given details as regards the savings to be effected under guarding establishments, and these and other points will have to be investigated before a decision can be arrived at.

K. S. CHANDRASEKHARA AIYAR.

12-4-07.

11. The pay of Jail Superintendents in other parts of India will have to be considered in this connection. The whole question will need further consideration in the light of the remarks made by Major Drake-Brockman. The file may, as suggested by the Secretary, be retransferred to the Retrenchment Committee.

K. P. PUTTANNA CHETTY.

13-4-07.

12. Yes, with such further remarks and suggestions as the Dewan may be pleased to direct.

T. ANANDA RAO.

23-4-07.

13. The matter may be placed before the Committee again.

V. P. MADHAVA RAO.

30-4-07.

14. To the Secretary, Retrenchment Committee.

K. S. CHANDRASEKHARA AIYAR.

1-5-07

15. Forwarded unofficially to the Inspector-General of Prisons, for favor of detailed suggestions anent the feasibility of reduction in the number of warders, etc., referred to in the concluding para of his unofficial note dated 8th April, the possibility of improving the Jail manufactories, and the possible ways of effecting retrenchment in the cost of the Prison department without affecting efficiency.

B. SRINIVASA IYENGAR

Secy. to the Retrenchment Committee.

29-5-07.

16. Regarding the feasibility of any reduction in the actual warder guard of the Mysore Jail, I must again refer the chairman to my remarks (concluding para) where I have distinctly stated that this matter cannot be interfered with till the question of what proportion of the Jail population is to be set apart for extra-mural labour, I am unable off-hand to give details but will be able to do so shortly, as I intend at my next visit to Mysore to go thoroughly into this subject and after careful consideration of all details in connection therewith will make my recommendations to Government.

17. As regards development of Jail industries, it is a branch that I have had great experience of, and is quite impossible to attempt on any remunerative scale without the services of a thoroughly capable, competent official well versed in all details of this subject, the result of large and personal experience of such work, with decided business instincts and originality. If it is ever contemplated by Government to seriously take this matter up, the services of such a man should be got, as such I am sure does not at present exist in the Jail Department of this State. It is a much-felt want in the Bangalore Central Jail here, and will assuredly have to be supplied, if we are ever to make a valley remunerative business of our Jail industries here.

H. E. DRAKE-BROCKMAN,
MAJOR, I.M.S.,
Inspector-General of Prisons.
5-11-07.

18. The points for reconsideration are :—

(1) Determination of the pay of the Superintendent, Bangalore Central Jail, in consideration of the responsible nature of the work devolving on him and of the salaries of corresponding Officers in British India.

(2) Feasibility of reductions in the strength of the warder establishment. In this connection, the overhauling of the Jail Manufacture Department has also to be considered.

19. Major Drake-Brockman is strongly of opinion that there should be a whole-time officer for the superintendence of the Bangalore Central Jail and that his maximum salary should not be less than Rs. 800.

20. In Madras, the pay of a Superintendent of a 1st class Central Jail is Rs. 700-50-950, and 2nd class, 550-50-700, if the post is held by Medical officers.

21. Similarly in Bombay.

22. The reasons why the Committee recommended that the pay of the Superintendent in Mysore be fixed at Rs. 400-40-600, are contained in their note.

23. The Bangalore Jail may be said to correspond to a 2nd class Central Jail in British India which is intended to accommodate less than 1,000 prisoners. As regards the 1st Councillor's remark (*vide-note* dated 1st April 1907), that the Central Jail is also the Jail for the Civil and Military Station, attention is respectfully invited to para 134 of the Criminal Administration Report for 1905-06, and long term prisoners (*i. e.* sentenced to more than one month's duration) of the Civil and Military Station are now being again sent to the Vellore Jail. In these circumstances it is a point for consideration whether the maximum pay of Rs. 600 as originally prepared is not sufficient to secure a competent official to be in charge of the Bangalore Central Jail with no additional duties. The Superintendent has free quarters as in British India.

24. Proposal from Major Brockman will have to be awaited for the consideration of the reduction of the Jail guards and the overhauling of the Manufacturing Department.

25. If there is to be a change in the incumbency of the Inspector-General of Prisons, it may be perhaps desirable to defer action till the opinion of the Officer who has finally to work out the suggestions (in reference to Manufactory Department) be obtained.

Submitted to 2nd Councillor.

B. SRINIVASA IYENGAR.
7-6-7.

26. On a careful re-consideration, I see no grounds to alter my former opinion and I still adhere to it. A pay of Rs. 400 rising to Rs. 600 ought to be quite sufficient for the whole-time charge of a Central Jail. Rs. 600 is the pay of a 1st class Civil Surgeon and the maximum pay of a Senior Assistant Commissioner. It must also be remembered that the pay fixed in British India is for Europeans, generally I.M.S. Officers.

An energetic Assistant Commissioner on Rs. 300 or 400 ought to be able to manage the Jail much better than a purely Medical officer.

K. P. PUTTANNA CHETTY,
2nd Councillor.
8-6-07.

27. Major D. Brockman's proposals for reducing Jail guards may be awaited. Submitted to the 1st Councillor.

B. S.
8-6-07.

28. Major Drake-Brockman's promised further report may be awaited.

T. A. R.
19-6-07.

D. O. No 1001—18, dated Bangalore, 27th August 1907, from Major H. E. Drake-Brockman, I. M. S., Inspector-General of Prisons in Mysore, to B. Srinivasa Iyengar, Esq., B.A., B.L., Secretary to Retrenchment Committee, Bangalore.

29. In continuation of my unofficial notes dated 8th April and 5th June 1907, and in reply to your D. O. No. 48, dated 26th instant, I have the honor to intimate that I have inspected both the Jails in the Province and obtained from the Superintendents thereof all the particulars that I wanted regarding the employment of prisoners and warders.

30. After carefully considering the matter in all its details, I think that little reduction in the Jail Department at present is possible. At any rate, the matter may with advantage lie over till the return of Colonel Smyth, the permanent Inspector-General of Prisons, which will be well within the current official year.

31. Major Drake-Brockman in his letter No. 1001—18, dated 27th August 1907, intimates that he inspected both the Jails in the Province and that after carefully considering the matter in all its details little reduction in the Jail Department is possible. He, however, suggests that the question may with advantage lie over till the return of Colonel Smyth. Submitted for orders.

B. SRINIVASA IYENGAR.

27-8-07.

32. The Second Councillor is of opinion that these papers may be sent up to Government with the recommendation that no reduction need be made in the number of warders, and that the cost of uniform supplied free to Jailors, Deputy and Assistant Jailors should be recovered from them as in Madras or Bombay, and as from the Inspectors in the Police and other departments in Mysore.

33. As regards the pay of Superintendent, Central Jail, please see his recorded opinion dated 8th June 1907.

34. Submitted to First Councillor.

B. SRINIVASA IYENGAR,

4-9-07.

35. I agree.

T. ANANDA RAO,
First Councillor.

4-9-07.

36. *Pay of Superintendent, Bangalore Central Jail.*—As will be seen from the above ɔtes, the Committee have reconsidered the matter and they adhere to the recommendation ade in their memo, dated 14th March 1907. The pay of Rs. 800 proposed by Major Brockan appears to be somewhat too liberal and it seems sufficient if it be fixed at Rs. 400-40-600 r a Medical officer, or Rs. 300-40-500 in the case of others, with an allowance of Rs. 100 for edical charge, in the latter case, as at present.

37. *Warder Establishment.*—In the circumstances mentioned by Major Brockman in s letter dated 27th August 1907, no reduction in the warder establishment is recommended.

38. *Reduction in the cost of uniform to Jail Establishment.*—In addition to the proposed duction in the contingent allotment in the office of the Inspector-General of Prisons by ɔout Rs. 100, the Committee would recommend, for the following reasons, that the free ɹpply of uniforms to Jailors, Deputy and Assistant Jailors be discontinued, and the grant r the clothing of Jail establishment be reduced by about Rs. 1,000 per annum.

(1) In Madras and Bombay, Jailors, Deputy and Assistant Jailors are required to provide themselves, at their own expense, the uniform and the belt prescribed according to rules. (*Vide* Madras Jail Manual, para 192, Bombay 964.)

(2) The reason assigned for the grant of the concession in Mysore in the Government Order No. 24723—J. 1477, dated 21st June 1895, was that the Jail officers in Mysore were in receipt of small pay, as compared to the corresponding officers in British India; but this reason does not hold good now, since the salaries of our officers compare very favorably with those in Bombay or Madras (*vide* Statement D annexed).

(3) Inspectors and Assistant Inspectors in the Excise Department, all Inspectors (except the marginally noted) in the Police Department and Rangers and Foresters of more than Rs. 20 in the Forest Department who are all officers in receipt of pay somewhat similar to the Jailor establishment have to provide their uniforms at their own expense.

Exception. Police Inspectors of pay less than Rs. 70 in the Bangalore and Mysore Cities and Kolar Gold Fields are given free clothing. (*Vide* rules and orders, *re* the Mysore Police uniform and stores pp. 13.

39. If therefore the above proposal be accepted, a sum of Rs. 150 to 200 may be saved annually. This is according to the statement furnished by the Inspector-General of Prisons with his letter No. 1539-17, dated 27th October 1906, in Prisons File No. 22 of 1906-07, (hereto attached), incurred in providing the Jailor staff with uniform. A sum of Rs. 498

is also stated to be expended in providing the Warder establishment with boots, which are quite a luxury to peons. According to the clothing rules published with the order of 1895, the Jail staff has to supply itself with sandals and cumblies and the sum of Rs. 498 now incurred may well be retrenched.

40. Lastly, there are reasons to think that the cost (about Rs. 26 per man every three years) of the warm stuff (Rs. 3 per yard of 54" as stated in file No. 22 below) supplied to the Warder establishment is also capable of reduction and even if the supply of warm clothing be continued, a saving of Rs. 300 annually is possible in the present cost of Rs. 4,200 every three years under this head.

41. In the result, a saving of Rs. 1,000 per annum seems to be possible in the cost of uniform to Jail establishment and with this the possible retrenchment in the Jail Department will be about Rs. 7,100 as follows:—

Items.	Present.	Proposed.	Saving per annum.
	Rs.	Rs.	Rs.
1. Pay of Superintendent ...	800—1,000 *i.e.*, 966⅔	400—600 *i.e.*,566⅔	400 × 12 = 4,800
2. Allowance to Surgeon for medical charge	100	.....	1,200
3. Reduction in the contingent allotment		.....	100
4. Reduction in the cost of uniforms to Jail Establishment ...	.....	.....	1,000
		Total ...	7,100

T. ANANDA RAO,
First Councillor.

16th September 1907.

K. P. PUTTANNA CHETTY,
Second Councillor.

42. Forwarded unofficially to the Secretary to Government, General and Revenue Departments.

B. SRINIVASA IYENGAR,
Secy., Retrenchment Committee.
16-9-07.

43. The proposals of the Committee may I think be accepted. As regards the Superintendent of the Jail, if a Non-Medical officer is to be appointed, it would perhaps be desirable to grade the appointment with that of an Assistant Commissioner instead of creating a special grade of Rs. 300—40—500. If approved, the Financial Secretary will be consulted and the matter placed before the Council.

Dewan.

C. S. BALASUNDARAM IYER.
21-9-07.

44. *Dewan's order.*—Consult Financial Secretary and bring up before Council.

By order,
K. MATTHAN.
5-11-07.

45. To Financial Secretary for opinion.

C. S. BALASUNDARAM IYER.
6-11-07.

46. Please put up the papers regarding the grant of Rs. 100 Jail allowance to Dr. S. V. Ramaswamiengar. *Vide* page 63 of the recent Civil List.

B. SRINIVASA IYENGAR.
12-11-07.

47. File submitted.

T. K. S.
14-4-07.

S. N.
15-4-07.

48. There is no financial objection to the above proposals being accepted. The attention of the Inspector-General may be invited to the necessity for a reconciliation between the administrative and account figures in regard to the Jail receipts, so that an accurate view of the value of the Jail products may be obtained.

B. SRINIVASA IYENGAR.

15-11-07.

49. Circulate to Council.

C. S. BALASUNDARAM IYER.

29-11-07.

50. Submitted to His Highness.

51. The proposals of the Retrenchment Committee on the possibilities of retrenchments in the Prisons Department were considered in Council and the opinion of the Council, as contained in the accompanying extract from the Council Proceedings, is embodied in the draft order annexed. The recommendations of the Council may be sanctioned.

V. P. MADHAVA RAO.

21-4-08.

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52. *Extract from the Proceedings of the 197th Meeting of the Council of His Highness the Maharaja, held at Bangalore on the 8th April 1908.*

V. Subject.—(*Clause X of the Schedule.*)

Memorandum on the possibilities of retrenchment in the Jail Department.

Opinion of Council.

The Council agrees with the Retrenchment Committee in thinking that there is not much scope for reduction of expenditure in the Jail Department. The Council is of opinion that it is not desirable that the Superintendent of the Jail should combine in himself the functions of the Medical Officer in charge of the Jail also. The Council also doubts whether having regard to the responsibilities of the office, the pay of the Superintendent should be fixed so low as recommended by the Committee.

In the opinion of the Council the pay of the Superintendent may be fixed at Rs. 700. If officers from the General Service are appointed to the place they will draw the pay of their grade with a local allowance which will bring up their total emoluments to Rs. 700. The Superintendent will be given free quarters as at present.

Other small reductions proposed by the Committee and agreed to by the Council are indicated in the draft order.

As regards the present acting Superintendent of the Jail, Mr. P. S. Achyuta Rao, the Council is of opinion that he may be confirmed in the appointment on the pay of Rs. 700 proposed for the appointment and that he may be given a personal allowance of Rs. 200. This will bring his total emoluments slightly above his present emoluments, *viz.*, Rs. 860, a slight increase which is well deserved by this officer. He may continue to have medical charge of the Jail also and the separation of the executive and medical charges of the Jail with separate allowance for the latter recommended above may take effect when there is a change of incumbents in the Superintendentship.

V. P. MADHAVA RAO,

Dewan of Mysore.

Order.

53. Approved.

I shall be glad to know what is proposed with regard to improving Jail industries and reducing the extent to which convict gangs are employed outside the jail. It is clear that that these are the directions in which economical management of the Department is to be sought.

When is the Jail Manual likely to be completed?

K. R. W.,

His Highness the Maharaja of Mysore.

23-4-08.

54. (1) Issue order.

55. (2) Put up separate order calling for detailed proposals, *re* Jail manufactures.

56. (3) Expedite file *re* employment of gangs on out-door work.

57. (4) Ask when Jail Manual will be ready.

C. S. BALASUNDARAM IYER.

26-4-08.

2. *Government Proceedings No. J. 3295-96, dated 2nd May 1903, to the Inspector-General of Prisons and Comptroller to Government.*

Fixes the pay of the Superintendent of the Central Jail at Rs. 700 per mensem with free quarters, a separate Medical officer being appointed for Medical charge with an allowance of Rs. 100 when the present incumbent, *viz.*, Mr. P. S. Achyuta Rao goes out of office; confirms the appointment of Mr. Achyuta Rao as Superintendent with a personal allowance of Rs. 200, he being placed in Medical charge also; accepts the recommendation of the Committee for the reduction of the contingent grant of the Inspector-General's office for furniture and clothing to servants, Jailors, Deputy and Assistant Jailors being supplied with uniforms at their own cost; directs the supply of sandals instead of boots to the warders, requests the Inspector-General to modify uniform rules and incorporate the same in the Jail Manual under preparation and to submit definite proposals *re* improvement of manufacture in Jails; and invites the attention of the Inspector-General and the Comptroller as to the necessity of reconciling the administrative and account figures in respect of Jail manufactures.

58. (3) This has already been submitted for orders.

59. (2) and (4) Draft submitted for approval with another draft to the Comptroller *re* the reconciling of the administrative and account figures in respect of receipts from Jail manufactures regarding which the following communication has also been received from that officer.

Proceedings of the Government of His Highness the Maharaja of Mysore.

Retrenchment in the Jail Department of the State.

FILE No. 72 OF 1906-07.

Memo dated, Bangalore, 14th March 1907, from Mr. B. Srinivasa Iyengar, Secretary, Retrenchment Committee.

Serial No. 1.

The accompanying memo of the Retrenchment Committee with its enclosures is forwarded to the Secretary to the Government of His Highness the Maharaja of Mysore, General and Revenue Departments.

Memorandum on the possibilities of Retrenchment in the Jail Department called for in Government Order No. Fl. 7166-211, dated the 30th April 1906.

The marginally noted papers containing the Committee's preliminary proposals and the views of the Officiating Inspector-General of Prisons, Mr. Achyuta Rao, are forwarded in original.

1. Committee's letter to the Inspector-General of Prisons, No. 14, dated 4th October 1906, enclosing their note with five statements.
2. Reply from the Inspector-General of Prisons, No. 1581—F. 18 Enc. 2, dated the 8th November 1906.

These papers explain in some detail the line of inquiry pursued by the Committee, and it is therefore sufficient to place the Committee's recommendations before Government very briefly.

2. *No room for material reduction.*—At the outset the Committee desire to say that there is not much room for retrenchment in expenditure in this department and that the annual saving of about Rs. 6,100 proposed *infra* would be perhaps nominal if the reduction in the pay of the Superintendent, Central Jail, cannot be brought into effect at present. The Committee suggest that the receipts side of the Prisons Department can be improved by giving to Jails the credit due to them for the out-door work on which convicts are employed.

3. The two important points upon which the Committee laid special stress in their preliminary note were, the comparitively high rate of the cost of establishment per prisoner, and the shrinkage of net receipts under Jail manufactures.

4. *Reductions originally proposed.*—The proposals towards the reduction in the cost of establishment made by the Committee were four in numbers:—

		Rs.
(i)	Reduction of the contingent allotment of the Inspector-General's office under "purchase of furniture and liveries to servants	100
(ii)	Reduction of pay of Superintendent, Central Jail, Bangalore ...	6,000
(iii)	Do pay of Deputy Jailors, Mysore and Bangalore ...	480
(iv)	Reduction in the number of permanent warder establishment ...	1,900
		8,480

The Officiating Inspector-General accepts in a way the reductions proposed under (i) and (ii) and strongly deprecates any interference with the number or pay of the Jailors and warders. On a careful consideration of the facts placed before them, the Committee agree entirely with the officiating Inspector-General of Prisons, and do not desire to press for any reduction under items (iii) and (iv) as originally proposed by them.

5. *Present recommendations.*—The only retrenchments that are recommended by the Committee are therefore the reduction in the pay of the Superintendent, Central Jail, from Rs. 800—40—1,000 to Rs. 300—40—500, (or 400—40—600 in the case of a Medical Officer) and also in the contingent allotment of the office of the Inspector-General of Prisons by Rs. 100 per annum, *viz.*, the grant under purchase of furniture from Rs. 45 to 15 and under "liveries, etc., to servants" from Rs. 100 to Rs. 30. This latter proposal may be brought into effect from the commencement of the next official year. The question of clothing to servants will be further considered as a general one; and in any case the annual provision of Rs. 30 proposed by the Committee as against Rs. 106 for three years as stated by the Inspector-General for a dafadar and two peons will, it is believed, be more than sufficient.

6. *Reduction of pay of Superintendent, Central Jail.*—The other proposal of the Committee, *viz.*, the reduction in the pay of the Superintendent, Central Jail, is, says the Inspector-General, quite practicable. He even goes further in suggesting that a Medical Officer as Superintendent of the Central Jail with the added duties of supervision of the Lunatic and Leper Asylums and the Medical Stores, for the immediate charge of which there are Assistant Surgeons, strikes him as the best arrangement that could be adopted. The Committee

would have gladly accepted the suggestion of the Inspector-General, if such an arrangement would ensure any saving being effected thereby. At present, the Assistant Surgeon in charge of the Vaccine Institute has also the Lunatic and Leper Asylums under him, while the Medical Stores is under the immediate charge of the Senior Surgeon himself or his Personal Assistant. In any case, the Committee would recommend that a Medical officer of standinl may, at the earliest opportunity, be placed permanently in charge of the Bangalore Central Jail, his pay being fixed at Rs. 400—40-600, (which will be reduced to 300—40-500 in the case of a non-medical officer). As no account is taken of the budget provision of Rs. 100 payable as monthly allowances to Surgeons temporarily placed in general or medical charges of the Jail, the minimum saving if the Committee's recommendation be accepted would be Rs. 6,000 per annum. The desirability of placing the special asylums and the Medical Stores under the charge of the Superintendent, Central Jail, the Committee would like to reserve for consideration in connection with the enquiry into the Medical Department.

7. *Shrinkage in the net receipts under Jail manufactures.*—Coming to the question of the lowness of receipts under Jail manufactures, the Committee understand that, unless the extra-mural labour of convicts here is apprised and paid for, we cannot expect our Jails to pay as much as British Jails because in the latter prisoners are stated to be chiefly employed either on manufactures or in-door Jail work. Though the tendency in British India is stated to be the minimizing of extra-mural labour, the Committee do not believe that under the prsent circumstances in Mysore all the convicts can be usefully employed within the Jail premises and they therefore would recommend that instead of recovering merely the guarding charges of prisoners employed on extra-mural work, the cost of the labour at the rate of two annas per man per diem may be recovered and credited to the Jail Department by book ajustment at the expense of the Department or Municipality to whom the labour is supplied. The guarding charges will then have to be paid out of Jail funds, and even after allowance is made for the cost of the guard required in Mysore, *viz.*, one for every five prisoners, the result will certainly be to the advantage of the Jail Department. It will be for the particular Department or Municipalities to whom convict labour is supplied to consider be whether they would take prison labour on these terms. Convicts not required by them can profitably employed on other and paying labour.

8. *Reconciliation between Administrative and account figures desirable and necessity for overhauling the Manufacturing Department.*—In answer to the Committee's observation that no rieconciliation is attempted between the account figures and those given in the administrative returns in regard to the receipts under Jail manufactures, the Inspector-General proposes the adoption of a rule, namely, no work of any kind done by the prisoner for the Jail department shall be estimated and shown as cash earnings which rule, he says, will not only create among the Jail officials an increased zeal for their work but enable the account office to have a proper check over the receipts of Jails. At the same time the Committee pressed upon the attention of the Inspector-General of Prisons the necessity for a thorough overhauling of the manufacturing department in view to make it more paying by properly apprising the value of convict labour, etc., and proposals in this connection have not yet been received. As this and the other question are intimately connected, the Committee would leave them to be disposed of in the Judicial Branch of the Secretariat in communication with the Inspector-General.

T. ANANDA RAO,
1st Councillor.
K. P. PUTTANNA CHETTY,
2nd Councillor.

From the Secretary, Retrenchment Committee, to the Inspector-General of Prisons.

I am directed to forward for your information an extract from the Comptroller's review on the disproportionate growth of ordinary expenditure during the decade, *viz.*, 1894-95 to 1903-04 (para 40), wherein he observes that it is doubtful if the increase of expenditure of 25 per cent under 16 B. Jails is justified by an increase in the Jail population and better sanitary regulations in the Jails.

2. It having been admitted that the present average cost of guarding and maintaining prisoners in Mysore is much more than what it is in British India and that it can safely be reduced without interfering with the efficiency of Jail administration, the Committee are, for the present, of opinion that the annual recurring cost of the Jail department can be retrenched by about Rs. 8,500 with a corresponding benefit to the finances of the State.

3. I am therefore desired to enclose copy of an office note explaining the possibilities of and justification for retrenchment to this extent and to state that the Committee will feel highly thankful for an early expression of your views in regard to the feasibility of the several proposals therein made.

4. The Committee would also like to invite your special attention to the great shrinkage in the net receipts under "Jail Manufactures" and trust that you will favor them with suitable suggestions for improvement in that direction.

An early reply is requested.

LAW AND JUSTICE—JAILS.

Comptroller's Review.—In para 4 of his review the Comptroller observes that the expenditure under this head in the decade (*viz.*, 1894-95 to 1903-04) has grown by about 25 per cent from Rs. 80,000 to 1 lakh and that the largest increases have been under Taluk lock-up charges (6 lakhs) and establishment and contingences of Inspector-General of Prisons besides that (10 lakhs), due to the separate exhibition of the charges of the manufacturing department. He adds that it is a question for consideration how far the said growth in expenditure is justified by an increase in the Jail population and better sanitary regulation, etc., in the Jails.

3. The Inspector-General of Prisons has not been requested to give his opinion in reference to the above observations. From the appended statement No. I it will be observed that there has been a pretty large increase in the Jail population during the decade. The daily average number of prisoners for the first four years of the decade was not far above 850, while that for the succeeding years was invariably more than 1,000, the highest figure, namely, 1,215, having been reached in 1901. The main portion of this increase is in the population of the Central Jail, and the increase in lock-ups is not so very marked. Nevertheless the lock-up charges have advanced from about 12,000 in 1894-95 to 18,000 in 1903-04 very much more than what they should have been when compared with the charges of Central Jail,—and it may therefore be inferred that the whole increase of Rs. 6,000 under lock-up charges cannot be accounted for solely by the fact of an increase in the Jail population. It will however be seen that on analysing the said increase of Rs. 6,000 the increase under rations about 2,500 is due to the larger number of daily average of prisoners, that under establishment, about 1,500, due to the partial replacement of Police and Military guards by permanent Jail warders, and the remaining portion, *viz.*, Rs. 2,000, to miscellaneous charges such as for moving prisoners, etc. On the other hand the additional charge of about Rs. 3,000 under establishment and contingencies of Inspector-General of Prisons is also explainable. Till 1896-97 the Chief Judge was *ex-officio* Inspector-General of Prisons, and the cost of his establishment does not appear to have been shown separately from that of the Chief Court. The increase under this head, therefore, is partly nominal and partly due to a separate bungalow being rented for the office.

The 3rd point referred to by the Comptroller, *viz.*, the separate exhibition of charges of the manufacturing department is of greater significance. According to the Administration Reports of the Jail Department the *net* cash receipts under manufactures were stated to have been little less than 15,000 in 1894-95, they appear to have risen to about 21,000 in 1897-98 and after a fall in 1899-1900, again mounted to its present figure of Rs. 23,000 (*vide* statement No. I, column 5). On the other hand the Comptroller's figures show very wide divergences and are always very much less than the administrative figures (*vide* columns 5 and 11). It may be that the differences are explainable as due to the fact that credit sales and inter-departmental adjustments are taken into account in the administrative figures but not in the account once, or that the differences since 1901 may have been partly due to the administrative figures being calculated for calendar years instead of official years. Moreover as pointed out by Mr. Kiernander (Chapter 16, para 28, of his report) the Jail Department appears to have been under the impression that the Jail Press is conducted on commercial principles and should form a branch of the manufacturing department. And hence the difference between the annual cost of the press and the value of the work done to several Government Departments also appears to have been calculated as a saving to Government and included in the net cash receipts. At any rate, a reconciliation at this stage is difficult. Indeed in Mysore no attempt is made by the several administrative Departments to see that the financial figures given in their annual reports are agreed with those of the account office.

4. But what is more important in the present instance is the circumstance that till the year 1901-02 the charges incurred on account of raw materials, etc., were not shown under service heads, but that both the drawings from the Treasury and the credits thereto appear to have been shown in deposit account, and that the net amount of receipts, namely, the profits

alone appear to have been shown under the receipt head 'Proceeds of Jail manufactures' in the books of the Comptroller. If this presumption is correct, then it is somewhat curious that the net receipts which had been according to the Comptroller about Rs. 13,000 on the average till 1900-01 should show a rapid decline year after year so much so that in the year 1904-05 the proceeds of Jail manufactures are just equal to the charges under Jail manufactures. This is not all. It will be seen that, according to the revised estimate of 1905-06, the receipts and charges are estimated to be 10,000 and 18,700 respectively, while the estimated figures for 1906-07 are 15,300 and 19,700 so as to produce a net deficit of Rs. 4,000.

5. In spite of the increase in the Jail population and the number of persons engaged in manufactures it is surprising to find that the manufacturing department in Mysore instead of showing some tangible revenue is actually a source of loss to the State. The object of maintaining such a branch in the Jail department is probably not mainly a commercial one, and greater regard should be had to its disciplinary and educative influences on the character and conduct of the Jail population. But when in British India the department is securing a large amount of profit also, there is apparently no reason why it should prove otherwise here. In Madras the estimated receipts and expenditure for 1905-06 were about 5 and 4 lakhs respectively. Whatever may be the reasons for this striking difference between the two places, it is evident that the manufacturing department should be thoroughly overhauled and the attention of the Inspector-General invited to this aspect of the case.

6. On a comparison of the average cost of each prisoner in Mysore with that in British Provinces, *e.g.*, Bombay, Madras or a small province, *viz.*, Berar, it will be seen that the gross average annual expenditure for the quinquennium ending with 1903 was about Rs. 94 here as against Rs. 68, 66 and 74 in the three Provinces respectively (*vide* statement No. II). Indeed, Government in the course of their review of the Administration Report for 1904 advert to this fact and observe that the cost of maintaining and guarding prisoners in the State is much higher than what it is in the Bengal, Bombay or Madras Presidencies, and draw the attention of the Inspector-General of Prisons with a view to reducing the cost here if practicable.

An analysis of the marked differences in the prisoner's average cost is attempted to be made in appended statement No. III. While it is found that the dietary and other charges are on the average pretty much the same in the British Provinces and Mysore, the cost of establishment and of hospital charges show very wide divergences. The average cost of establishment per prisoner was for the three years 1901-03 Rs. 43 in Mysore against Rs. 21, 22 and 28 in Bombay, Madras and Berar respectively,—while the corresponding figure in Mysore for 1904-05 rose to 46. Then again the increase in hospital charges appears to have been rapid only since 1903, for the total cost in 1902 was only about Rs. 1,900 against Rs. 3,600 in 1903-04. The number of prisoners admitted to hospital and the number of daily average of sick in each of the three years were 920, 913, 826 and 21, 16 and 19 respectively. The sudden increase of average cost under hospital charges from Rs. 90 per sick prisoner in 1902 to Rs. 229 in 1903 was stated in the Administration Report to be due to the lower average number of sick during the year; but the marked increase in the total cost in spite of the decrease in the total number of sick cannot presumably be thus explained. The opinion of the Inspector-General is invited in this connection.

7. In regard to the comparatively heavy cost of Jail establishments in Mysore it has to be observed that, a certain minimum establishment being assumed necessary, the average cost will increase or decrease inversely with the number of prisoners, and that beyond a certain limit an increased number of jailors or warders would perhaps be necessary, not merely on the score of increase in the Jail population but also on the difficulty of maintaining Jail discipline and general safety, etc.

From appended statement No. VI it will be observed that (for the year 1903 for which figures for Bombay and Madras were available) the percentage of punishments on daily average was only 25 here as against 119 and 175 in Bombay and Madras respectively (column 16). This difference is no doubt very striking and though correct figures for other years are not forthcoming, yet it may be stated without fear of contradiction that the Jail population here is more peaceful than in either of the two British Provinces. This circumstance should justify a comparatively smaller expenditure on establishment, the employment of a large percentage of prisoners on prison duties and manufactures, etc. But in point of fact the reverse appears to be the case. (*Vide* column 12.)

8. Confining our attention to a comparison in detail of the several Jail establishments in Madras with that here (*vide* statement V) we find that the pay of the Superintendent of the Central Jail (Rs. 800—40—1,000) and of the Deputy Jailor (Rs. 100—4—120) and the number of warders (72 in Central Jail and 42 in District Jails) appear to be disproportionately high in Mysore. It seems therefore possible that without interfering with the efficiency of the Jail administration, material reductions in the recurring cost of the Department are feasible.

Retrenchment in the Jail Department of the State.

As already stated, there are reasons to think that the cost of the Jail manufactures has been very excessive, while the receipts are unusually low, and that the cost under certain heads such as Hospital charges show abnormal rise latterly. As these charges are varying, necessary action can be taken only by the Inspector-General himself, whose attention is called to these matters.

The possibility of retrenchment of recurring and definite charges may be considered under the following heads:—

I. The establishment of the Inspector-General consisting of only one manager, three clerks and three peons is, it is understood, not capable of any reduction, inasmuch as the head office is expected to exercise a careful scrutiny over the dietary and other charges of the subordinate Jail establishments but there is no doubt of the fact that the contingent allotment under furniture and liveries to servants is too high, and may in fairness to other departments be reduced to Rs. 15 and 30 from Rs. 45 and 100 respectively with a saving of Rs. 100 per annum.

The general question as to whether annual clothing should be supplied to peons at Government cost is, it is believed, under the consideration of Government and will be separately taken up as a general question.

II. *Central Jail.*—(*a*) In consideration of the peaceful character of the Jail population, and the shrinkage in the revenue and receipts from Jail manufactures, it is a question for serious consideration whether a whole-time Superintendent is absolutely necessary for the charge of the Central Jail. In any case, there is no doubt of the fact that the maximum pay of the Superintendent should not be more than Rs. 500 or 600, for his status, on the analogy of what obtains in British India, should be more or less in relative subordination to that of the District Magistrate. And in consideration of the fact that the minimum pay of a District Magistrate is only Rs. 700, and that the post of the Superintendent should be held by one and the same person continuously for some years, the pay of the Superintendent may, on change of incumbents, be fixed at Rs. 300—40—500 if a non-medical man, or 400—40—600 if a medical man.

The pay of the appointment has to be fixed with reference to the responsibility and labour involved in discharging the duties attached to the post and generally with reference to the pay of other appointments involving equal or greater responsibility. The pay of the appointment as it is at present, *viz.*, 800—40—1,000, is due only to adventitious circumstances than anything else.

The saving that would be thus effected will be material, without the least sacrifice of efficiency, and material advantages might perhaps be secured if the Superintendent is placed in a rank somewhat analogous to that of an Assistant Commissioner. The minimum amount of saving will be $800-300=500\times12=$Rs. 6,000.

Similarly the pay of the Deputy Jailor (100—4—120) may be reduced to what obtains in British India (Madras), and instead of having a fixed pay on Rs. 75 it may be more advantageous to fix the pay of the assistant at Rs. 60—3—75. This reduction will not, it is presumed, stand in the way of the Deputy Jailor's promotion as the appointment of Jailor at Mysore (100—5—125) may be made available to him.

Such an arrangement, *viz.*, transfer of the Jailors and Deputy Jailors from one jail to the other is, for obvious reasons, desirable in the interests of efficient Jail administration and the appointments should be so graded as to allow of an easy flow of promotion.

Accordingly the maximum pay of the Deputy Jailor at Mysore (if the appointment is to be maintained at all) may be fixed at Rs. 60 instead of Rs. 70 as at present. The expected minimum annual saving will be about $500-100-60=40\times13=480$.

III. The warder establishment in both the Central and District Jails (and particularly in the District Jails) appears also to be comparatively heavy and as it is believed that the Jail population is more manageable here than in British India, and on a consideration of the strength of the population, it may not be difficult to reduce the number of warders in the Central Jail by about six and that in Mysore by about fourteen with a saving to the State of Rs. 1,900, approximately ($20\times8\times12=1,920$).

Apart from the intrinsic value of this economy it is calculated to create or improve habits of strict discipline among the Jail officials, to improve the tone of the service and to secure greater regard in the matter of recovering guarding charges, etc.

9. As regards the increases under lock-up charges, etc., it will be seen that the scale of a District Lock-up is one dafadar (twelve rupees) and six warders (eight and seven) except in the case of Kolar Gold Fields Lock-up where there are nine. And though the average cost of establishment is comparatively high here (about Rs. 25 here as against Rs. 8 in Madras approximately), it does not appear to be capable of reduction as a certain minimum of establishment has to be maintained for watch and ward of lock-up prisoners independent of the Taluk Head-quarter Police. Nor does any reduction in varying charges appear feasible as it is understood that rations are paid at a capitation rate, so that the total increase under rations, etc., has been mainly due to the increase in the number of convicted and under-trial prisoners.

This branch of the subject however requires the scrutiny of the Inspector-General of Prisons all the same.

10. By a material reduction in the cost of contingencies of the Inspector-General of Prisons, in the pay of the Superintendent, Central Jail, and of the Deputy Jailor on change of incumbents, and lastly in the number of warders both in the Central and District Jails, the minimum saving that would be secured will be about Rs. 8,500 per annum.—

	Rs.
Office of I.-G. P.	100
Pay of Superintendent	6,000
Pay of Deputy Jailor	480
Warders	1,900
Total ...	8,480

As regards the shrinkage under *net* receipts of Jail manufactures, some effective measure seems to be called for. The Inspector-General of Prisons will probably be able to help with useful and practical suggestions.

T. A. R.
27-8-06.
K. P. P.
31-8-06.

B. SRINIVASA IYENGAR,
Secretary.
4-9-06.

I—Statement showing the daily average number of prisoners, etc., during the decade.

Year	Daily average number of prisoners												
	Central Jail			District Jails			Lock-ups			Total			
	Convicts	Under-trials	Civil prisoners	Convicts	Under-trials	Civil	Convicts	Under-trials	Civil	Convicts	Under-trials	Civil	Total
1	2												
91—95	Not available.							78	...	785	112	4	901
95—96	421	20	3	260	22	2	52	84	...	733	126	5	864
96—97	437	20	4	233	27	2	52	73	...	722	120	6	848
97—98	450	17	3	201	22	3	71	80	...	725	119	6	850
98—99	589	61	2	205	19	2	77	65	1	871	165	5	1,041
99—00	557	17	1	238	30	2	79	86	12	874	133	5	1,012
1900	Not available.												
1901	681	19	1	282	31	...	98	103	...	1,061	153	1	1,215
1902	585	22	1	309	29	2	81	106	1	975	157	4	1,136
1903	621	23	1	201	32	3	71	95	2	893	155	6	1,054
1904	663	19	2	187	11	2	65	101	1	915	131	5	1,054

Retrenchment in the Jail Department of the State.

Statement I—*concld.*

Year	Daily average sentenced to hard labour	Employed on unremunerative work	Net cash earnings	Average per prisoner in Col. 3	Average for each prisoner on remunerative work	Average total cost for each prisoner	Receipts according to the Comptroller's books for official year	Charges of Manufacturing Department	Net Receipt
	3	4	5	6	7	8	9	10	11
				Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. Thousands	Rs. Thousands	Rs. Thousands
94—95	733	196	15	20 8 0	27 12 0	105 4 0	13	...	13
95—96	681	182	15	21 6 0	30 0 0	102 12 0	12	...	12
96—97	670	204	19	27 3 0	41 5 0	108 13 0	16	...	16
97—98	654	234	21	29 13 0	50 0 0	101 4 0	18	...	18
98—99	750	298	16	21 8 0	35 8 0	91 14 0	7	...	7
99—00	748	286	13	17 8 0	28 4 0	99 0 0	10	...	10
1900	Not available.					100 1 0	15	...	15
1901	969	214	19	18 8 0	25 5 0	92 5 0	11	1	10
1902	914	72	20	22 1 0	23 14 0	90 10 0	21	14	7
1903	843	127	22	26 9 0	31 5 0	89 11 0	14	10	4
1904	868	101	23	27 1 0	30 4 0	89 4 0	13	13	...

II—Statement showing the gross average annual cost of prisoners during the five years in Bombay, Madras, etc., and Mysore.

Province	1899	1900	1901	1902	1903	Average for 5 years	1904
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
Bombay ...	61·2	69·5	71·2	66·7	70·3	67·8	...
Madras ...	65·1	66·7	68·8	64·1	63	65·5	...
Berar ...	64	77·1	80·5	73	...	73·8	...
Mysore ...	99	100·1	92·3	90·6	89·7	94·3	89·4

III—Statement showing the average cost of prisoners in Bombay, Madras, Berar and Mysore for 1902-03.

Province	Number and classes of Jails				Daily average of		Cost of prisoners, etc.						
							Establishment		Dietary		Hospital charges		
	Presidency or Central Jails	District Jails	Subsidiary Jails or Lock-ups	Total	Convicts	Prisoners including under-trial, etc.	Total cost	Average for each prisoner	Total cost	Average	Total cost	Average for each sick	Total cost
1	2				3		4						
					Rs.	Rs.	Rs.	Rs.	Thousands Rs.	Rs.	Thousands Rs.	Rs.	Thousands Rs.
Bombay ...	3	14	33	...	9,500	10,800	2,24	21	3,79	35	33	111	7,52
Madras ...	7	11	304	...	10,100	12,100	2,66	22	3,71	31	26	97	7,89
Berar ...	2	5	...	...	1,238	1,329	36	28	50	37	2,500	106	1,02
Mysore 3 years' average ...	1	2	74	...	977	1,135	49	43	41	36	2,600	141	1,03
Mysore 1904 ...	1	1	74	...	915	1,054	48	46	32	31	3,561	188	94

Retrenchment in the Jail Department of the State.

Statement III—*concld.*

Province	Average cost of each prisoner, gross	Total cash earnings of prisoner	Net cost to Government	Net average cost	Available accommodation			Average daily strength		
					Males	Females	Total	Males	Females	Total
	5	6	7	8	9			10		
	Rs.	Thousands Rs.	Thousands Rs.	Rs.						
Bombay	69	85	6,67	62	9,785	2,222	12,007	10,560	300	10,800
Madras	66	1,26	6,63	55	13,697	2,123	15,820	11,800	300	12,100
Berar	77	20	80	60	1,342	113	1,455	1,278	15	1,329
Mysore 3 years' average ...	91	20	83	73	1,628	454	2,282	1,083	52	1,135
Mysore 1904 ...	89	23	71	67	1,682*	406	2,088	1,003	51	1,054

Province	Maximum number on any day			Number admitted to Hospital			Average daily sick			Average deaths in and out of Hospital		
	Males	Females	Total	Males	Females	Total	Males	Females	Total	Males	Females	Total
	11			12			13			14		
Bombay	16,500	1000	17,500	8,000	100	8,100	307	5	312	323	5	328
Madras	11,900	400	12,300	5,450	150	5,600	258	8	266	228	5	233
Berar	1,585	109	1,694	906	56	962	24·7	1·4	25	28	1	29
Mysore 3 years' average ...	1,560	99	1,659	824	30	854	18·6	·6	19	22	...	...
Mysore 1904	1,471	87	1,558	791	35	826	18·4	·6	19	18	...	18

* Due to the abilition of the Shimoga District Jail.

IV—Statement showing the employment of prisoners, the number of offences committed by them, etc., during the year 1903.

Province	Daily average population	Not sentenced to labor	Under sentence of labor on working days	Sick, etc., and not employed	On more remunerative labor	Prison duties					Jail buildings	Manufactory
						Prison officer, etc.			Guarding	Miscellaneous		
						Prisoner officials	Prisoner servants	Total				
1	2	3	4	5	6	7					8	9
Bombay ...	7,915	109	7,806	762	181	...	...	1,754	479	1,636	264	2,012
Madras ...	8,899	186	8,710	984	...	..	...	1,454	963	1,238	858	3,195
Mysore ...	863	20	843	30	127	78	58	135	97	60	...	210

Retrenchment in the Jail Department of the State.

Statement—IV—*concld.*

Province	Public works	Municipality	Ratio of those employed as below in number in Col. 4		Offences dealt with and punished by criminal courts	Offences dealt with and punished by Superintendents			Grand total of punishments	Percentage of punishment on daily average
			Prison offices, etc.	Manufactory		Minor	Major	Total		
	10	11	12		13	14			15	16
Bombay	619	99	22·47	25·8	36	7,191	2,106	0,297	2,427	119
Madras	...	18	16·69	36·68	19	12,804	2,452	15,256	15,259	175
Mysore	39	175	16·4	24·92	1	114	98	212	213	25

V—Statement showing the scale of establishment in Madras and Mysore Jails.

Province and class of Jail	Superintendent	Chief Jailor	Jailors	Deputy Jailors	Assistant Jailors	Warder establishment	Medical establishment	Matrons
	Pay	Pay	No.	Pay	No.	No.	No.	No.
Madras Presidency ...	600-50-850	125-5-150	2	75	6	50	3	1
Do Central Jail, 1st class.	Do	150-10-200	...	75	4	77	2	1
Do District Jails ...	Allowance (100)	100-5-125	...	...	3	27	1	...
Do Lock-ups No. (304): Prisoners (1,600) ...	Do (25)	.....	7	0	1	148	...	...
Mysore Central Jail ...	800-40-1,000	150-5-175	...	100-4-120	3	72	1	2
Do District Jail ...	Allowance (100)	100-5-125	...	50-70:-	2	45	1	...
Do Lock-ups ...	Do	.....	...	...	...	53	...	...

Letter No. 1581—F. 18, dated the 8th November 1906, from P. S. Achyuta Rao, Esq., Officiating Inspector-General of Prisons in Mysore, to B. Srinivasa Iyengar, Esq., Secretary, Retrenchment Committee.

As desired in your letter No. 14, dated 3rd September 1906, I have the honor to forward herewith a memo of my views in regard to the feasibility or otherwise of the several proposals made by the Committee for reducing the annual recurring cost of the Prisons Department.

2. The attention of the Superintendents of Jails will be drawn to the shrinkage under Jail manufactures and definite proposals for improvement in that direction will be made after the receipt of Jail Superintendents' replies on the subject.

M E M O.

The Retrenchment Committee are of opinion that the annual recurring cost of the Prisons Department can be retrenched by about 25 per cent, which is Rs. 8,500. They propose to effect this retrenchment under the following heads to the extent specified against each—

(1)	Office of the Inspector-General of Prisons ...	100
(2)	Pay of Superintendent, Bangalore Central Jail.	6,000
(3)	Pay of Deputy Jailors	480
(4)	Warder establishment	1,900
		8,480

2. The feasibility or otherwise of the several proposals is dealt with hereunder in the order in which they occur above.

3. Office of the Inspector-General of Prisons, Rs. 100.

It has been proposed to effect retrenchment by reducing the allotments under the two heads "Purchase of furniture" and "Liveries to servants" from Rs. 45 to 15 and from Rs. 100 to 30 respectively. The proposal under the former of the two heads is quite feasible. If, in any year, there arises a necessity for purchasing any furniture costing more than the

available Budget provision, a re-appropriation of funds will be suggested or the expenditure will be postponed to the next year or until due provision can be made therefor

4. The sum of Rs. 100 allotted under "Liveries to servants" is not intended to be spent in each year. It is usually once in three years that the menials are provided with cotton and woollen uniforms and turbands and the sum spent on them in that year is very nearly the sum allotted. In the two succeeding years, the expenditure will be very low, not more than 12 rupees in each year. In this connection, a reference is invited to my letter No. 1537—F. 52, dated the 26th October 1906, to the Secretary to the Retrenchment Committee. It will be seen therefrom that the total cost for a period of 3 years will be Rs. 106 or 16 rupees in excess of the 3 years' grant now proposed by the Committee. This sum of Rs. 106 is absolutely needed and in future budgets care will be taken to provide only for such amount as is actually required to be spent in that year.

5. Pay of the Superintendent, Bangalore Central Jail, Rs. 6,000.

It was for the combined charges of both the Government Press and the Central Jail that the present pay of the appointment was orginally fixed at Rs. 800-40-1,000, and as long as the charges were combined, only a moiety of the pay was debited to the Jail Budget. On the separation of the two charges, the whole pay came to be debited to Jail funds and hence this abnormal increase of expenditure under this head. The proposals of the Committee are quite practicable in this direction. A Medical Officer as Superintendent of the Jail with the added duties of supervision of the Lunatic and Leper Asylums and the Medical Stores, for the immediate charge of which there are Assistant Surgeons, strikes me as the best arrangement that could be adopted.

6. Pay of Deputy Jailors Rs. 480.

I cannot endorse the proposals of the Committee under this head, because it was on a mature consideration of the proposals made by men of considerable Jail experience that the Government have sanctioned the existing Jail establishment. Their proposals seem to have been based almost entirely on Doctors Walker and Lethbridge's valuable report on Jail Administration in India. A reference is invited to the preamble contained in *Government Order No. 3033-4—J. 303, dated 31st August 1896*, wherein reasons for increasing the salaries of Jailors to what they are now, are set forth in detail. I have to join with them and say with them that 'as their (Jailors') influence on the Jail either for good or bad is very strong, it is absolutely essential that the amount of salary allowed to them ought to be sufficiently attractive to secure the services of honest and competent men.

7. Warder establishment, Rs. 1,900.

This is not feasible. The circumstances in the Mysore State are peculiar and must be made allowance for. It is neither the peaceful character of the Jail population nor its strength that determines the strength of the warder establishment in the Jails. It is the average number of prisoners that are employed on extra-mural labour that acts as an important factor in increasing the cost under this head and so long as extra-mural work continues, the present high rate of guarding must prevail. In British Jails, few, if any, of the prisoners are sent outside and the strength of guard required is one to fifteen prisoners on in-door work. In our Jails, more especially in the City of Mysore, prisoners are largely employed on out-door works and the minimum guard, required for such is one to five prisoners. The increase in the annual recurring cost of the guarding establishment since the year 1896-97 is due to the displacement of the Military guard by Reserve Guard, the latter being directly under the control of Jail Superintendents and borne on their establishments. This wise measure was adopted in view to prevent the frequency of escapes that used to occur in Jails owing to the indiffferent guarding by the Military sepoys. A reference in this connection is invited to clause(iii) of para 2, to the preamble to Government Order No. 3033-4—J. 303, dated 31st August 1896.

8. I shall now come to other points to which my attention has been drawn by the Committee.

9. The steady increase under Lock-up charges has been mainly due (1) to the increase in the daily average number of convicted and under-trail prisoners, (2) to the gradual increase of the rates at which food-stuffs had to be paid for and (3) to the opening of a new Lock-up on the Gold Fields. I am of opinion that if the existing arrangements are interfered with, much inconvenience might be felt.

10. The sudden increase of average cost under Hospital charges from Rs. 90 per sick prisoner in 1902 to Rs. 229 in 1903 is mainly due to the inclusion under the head "Medicines and Hospital equipments" besides the Hospital contingencies, the Medical Officer's allowance, and the pay and allowance of the Hospital Assistant of the Bangalore Central Jail also. The adoption of this procedure by the Bangalore Central Jail since 1903 accounts for the increase of average cost per sick prisoner from that year.

11. Shrinkage in the net receipts under Jail manufactures.

The subject has been discussed at length by the Committee, who asked me to suggest effective measures to make the Department at least as commercial as obtained in British India. They are surprised to find that the Jail industry of the State has become a source of loss to the Revenue. Herewith is enclosed a statement showing the net receipts under manufactures as furnished by the Superintendents of Jails. The figures therein include not only cash remittances to the Treasury, but also credit allowed to the other Departments of the State. They show that the Jail industry is paying. We cannot expect our Jails to pay as much as British Jails because in British Jails every prisoner is employed either on manufactures or in-door Jail work. The latter method helps directly to reduce the cost of maintenance of prisoners while the former aids indirectly by increasing the cash returns. In Mysore, Jail economy has become an impossibility chiefly on account of prisoners having to be employed on out-door work. Such prisoners, while being a source of profit to the Department employing them, are the reverse in so far as the Jails concerned. During the decade ending 1903-04, so many as eight lakhs were employed on out-door work. Calculating the value of their labour at the minimum rate of annas 2 per diem, an amount of Rs. 1,00,000 would have been credited to Jail funds, if they had been employed on Jail work only. Since such was not the case, there was room for complaint that there was shrinkage under Jail manufactures. Nevertheless it can be seen from the above that the so-called shrinkage has been a source of profit to the Departments employing convict labour.

12. The Comptroller observes in his review that no attempt is made by Administrative Departments of the State to see that the financial figures given in their annual reports are agreed with those of the Account office. What follows then is that the system of accounting in the Jail Department is different from that in the Account office. To afford facilities for checking, it is desirable to lay down a hard and fast rule in the matter. I admit that the present system of accounting in the Jail office is imperfect, because, I think that, if the value of a prisoner's fetters or clothing is credited as cash earnings, there is no sound reason why the value of labour expended in water-carrying or cooking food should not be appraised, and shown as cash earnings. I would, therefore, suggest that no credit be allowed to convict labour spent on the managing and maintaining prisoners, *i.e.*, that no work of any kind done by the prisoners for the Jail Department shall be estimated and shown as cash earnings. The practice was in existence apparently to magnify the cash earnings from prison labour whereby the Jailors used to get large amounts of commission based on these estimated earnings. The granting of commission having ceased from 1st August 1896, a Jailor would be apt to resort to all these measures that tend to reduce the cost of prisoners in his Jail. Hence the adoption of the rule above proposed will not only create among the Jail officials an increased zeal for their work but will enable the account office to have a proper check over the receipts of Jails.

13. The overhauling of the manufacturing Department in view to make it more paying by properly appraising the value of convict labour, raw materials, and supervision utilized for each work, seems also to me to be imperative. The Superintendents of Jails will be asked to submit their proposals in the matter.

Statement showing the proceeds of Jail labour and manufactures and expenditure thereon with net profit to Government during the decade ending with the year 1903-04.

Year	Proceeds of Jail labour and manufactures.	Expenditure on manufactures	Net profit
	Rs.	Rs.	Rs.
1894-95	30	18	12
1895-96	29	15	14
1896-97	29	15	14
1897-98	28	16	12
1898-99	32	16	16
1899-00	34	23	11
1900-01	24	11	13
1901-02	27	14	13
1902-03	19	13	6
1903-04	16	9	7
Average	27	15	12

Memorandum dated the 14th March 1907 of the Retrenchment Committee, on the possibilities of reduction in cost and of improvement in receipts of the Prisons Department in Mysore.

2. Subsequent unofficial communications ending with the Committee's note dated the 16th September 1907.

No. J. 3295-96—Pris. 72-06-2, dated Bangalore, 2nd May 1908, to the Inspector-General of Prisons and Comptroller.

ORDER THEREON.—Government agree with the Committee in the opinion that there is not much room for retrenchment in the expenditure of the Prisons Department which has only grown more or less proportionately to the Jail population. Serial No. 2.

2. The chief item of reduction proposed by the Committee was in the pay of the Superintendent which is now Rs. 800—40—1,000. It was suggested that a Medical Officer of standing might be placed permanently in charge of the Central Jail on a pay of Rs. 400—40—600, which might be reduced to Rs. 300—40—500, if and whenever a Non-Medical Officer was appointed, leaving Rs. 100 as an allowance to a medical officer for the medical charge of the Jail.

3. Major Drake-Brockman, the present Officiating Inspector-General, who was consulted in the matter, was strongly of opinion that the maximum pay of the Superintendent should not be less than Rs. 800 in order to attract and retain the services of competent men. But the Committee adhere to the recommendations made in their memo of the 14th March 1907, and are of opinion that the pay of Rs. 800 proposed by Major Drake-Brockman is somewhat too liberal compared with the pay of officers of corresponding status in other departments in Mysore and that the pay of the Superintendent may well be fixed at Rs. 400—600 for a medical officer and Rs. 300—500 in the case of others with an allowance of Rs. 100 for medical charge in the latter case.

Government have considered the proposals carefully and while agreeing in the opinion that the present scale of pay, *viz.*, Rs. 800—40—1,000 is capable of substantial reduction, they are inclined to think that it is not possible to reduce the pay to the extent recommended by the Committee. The Bangalore Central Jail is the Chief Jail in the State with a large Jail population including convicts and under-trial prisoners of the Civil and Military Station. The manufacturing department of the Jail is capable of much expansion under the guidance of an able Superintendent. Having regard to the responsibilities of the office, Government consider that the pay of the Superintendent should be fixed at Rs. 700 per mensem. When officers of the general service are appointed as Superintendents, they will draw the pay of their grade with a local allowance which will bring up their emoluments to Rs. 700 per mensem. The Superintendent will be entitled to free quarters as at present. Government also consider it desirable that the medical and the executive charges of the Jail should be generally held by separate officers and a separate medical officer will, in future, be placed in medical charge of the Jail with an allowance of Rs. 100 per mensem. Government are pleased to confirm Mr. P. S. Achyuta Rao, now Acting Superintendent of the Jail, in the appointment on the pay of Rs. 700 per mensem fixed as above with effect from the date of this order, and they are also pleased to sanction a personal allowance of Rs. 200 per mensem to him from the same date. He will continue in medical charge of the Jail also and the separation of the executive and medical charges with a separate allowance for the latter will be carried into effect at the next change in the Superintendentship of the Jail.

4. The next item of reduction as noted in the margin is with reference to the contingent grant of the office of the Inspector-General of Prisons for furniture and clothing to servants, and this has been accepted by the Inspector-General and brought into effect in the current year's budget.

	From	*To*
Purchase of furniture	45	15
Liveries to servants	100	30

In regard to a proposed reduction in the cost of uniform to the Jail establishment, amounting to Rs. 1,000 as noted in the margin, the Committee suggest that the free supply of uniforms to Jailors, Deputy and Assistant Jailors which is peculiar to Mysore, be discontinued, that the warder establishment need not be provided with boots, and that the cost of warm stuff now supplied to the warder establishment is also capable of reduction to the extent of Rs. 300 per annum.

	Rs.
Annual cost of clothing of Jailors, etc.	200
Annual cost of boots to warders	500
Difference in the cost of warm stuff	300
	1,000

It is understood that in Madras and Bombay, Jailors, Deputy and Assistant Jailors are required to provide themselves at their own expense, with the uniform and belt prescribed according to rules, and that officers of corresponding rank in other departments in Mysore, as for instance, the Police, Excise and Forests, have to provide themselves with the prescribed uniforms at their own expense. The concession of a free issue of uniform to the officers of the Jail was granted in Government Order No. 24723—J. 1477, dated the 21st June 1895, on the ground that the Jailors and Deputy and Assistant Jailors in Mysore, drew smaller pay than corresponding officers in British India, but this argument no longer holds good as the pay of these officers was revised in 1896, so as to compare quite favourably with British Indian rates of pay.

It has also been suggested that the expenditure of Rs. 498 now reported to be annually incurred in supplying the warders with boots, may be retrenched as, according to the clothing rules published with the Government Order of 1895, the Jail officials were to supply themselves with sandals at their own cost.

Government approve of the recommendation of the Committee that Jailors, Deputy and Assistant Jailors should supply themselves with uniform at their own expense. Government do not, however, propose to enforce the order of 1895 in regard to Jail warders supplying themselves with sandals at their own cost, but they consider that it is unnecessary to supply boots to warders who are generally recruited from a class of people not habitually accustomed to wear boots. They, therefore, direct that sandals should be suppiled to warders in lieu of boots. The Inspector-General will suitably modify the clothing rules of the Prisons Department, and incorporate them in the Jail Manual now under preparation.

6. The Committee invite attention to the shrinkage in the net receipts from Jail manufactures in Mysore, while the manufactures in Jails in British India appear to be gradually expanding. They are of opinion that the manufacturing department of the Jail requires thorough overhauling, and they suggest that definite proposals should be invited from the Inspector-General.

7. It is stated that in British India convicts are employed on extra-mural labour as little as possible, but the Committee do not believe that under the present circumstances in Mysore, all the convicts can be fully employed within the Jail precincts and they consider that, instead of recovering merely the guarding charges of prisoners employed on extra-mural work, the cost of the labour itself at two annas per man, per diem, should be recovered and credited to the Jail Department. Major Drake-Brockman, while generally concurring in the above views, is of opinion that a Central Jail should, as far as possible, be self-supporting, and that Jail labour should be utilized for the up-keep of the prison in every way even in such matters as annual repairs, etc. He strongly deprecates the employment of large gangs of convicts on extra-mural labour—a practice not encouraged in British India, but states that, whenever they are so employed, not only the cost of the unskilled labour at two annas per man per diem, but also the guarding charges should be recovered from the department or municipality to which convict labour is supplied.

Government are inclined to accept the above view and will deal with the question separately after obtaining the opinions of the departments now utilizing

8. The attention of the Inspector-General and the Comptroller will be invited o the necessity of reconciling the administrative and account figures in respect of eceipts of manufactures, and an extract of the Committee's note on this point will e forwarded to these officers for needful action.

C. S. BALASUNDARAM IYER,
Offg. Secy. to Govt., Gen. & Rev. Depts.

To —The Inspector-General of prisons in Mysore.
The Comptroller, Mysore Government.